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System failures

Albuquerque police oversight mechanisms blasted in report

Officials in Albuquerque, N.M., say they're wasting no time in implementing 10 recommendations made in a scathing report which found that the city's system of police oversight was so "dysfunctional" that citizens were discouraged from filing complaints against officers.

Mayor Martin Chavez told Law Enforcement News that while he found the "tenor" of the report to be "offensive, very alarmist and very biased," the recommendations themselves "were quite moderate, and frankly, I thought they enhanced the system. That's why I supported them."

The report, commissioned by the City Council, was prepared by Samuel Walker, a professor of criminal justice at the University of Nebraska at Omaha who is a nationally known expert on police oversight mechanisms, and Eileen Luna, a professor of American Indian studies at the University of Arizona who was director of San Diego County's Citizens Law Enforcement Review Board.

Walker and Luna were highly critical of two layers of police oversight in place in Albuquerque: the Public Safety Advisory Board, an 11-member group of citizens which reviews the policies and actions of the city's public safety agencies, and the city's independent counsel, who is under contract to the city to oversee police internal affairs investigations and make recommendations on discipline against officers.

Neither of the two mechanisms was effective, the report concluded, and in some cases, actually served to aggravate tension between residents and the APD. The Police Department also came under fire for its relatively high number of fatal, police-involved shootings, which have resulted in average yearly pay-outs of \$2 million to \$2.5 million to settle lawsuits against the department.

The study included a comparison of police shooting rates for cities of comparable size, and found that Albuquerque officers had been involved in 31 fatal shootings in 10 years. Only one of the six cities studied had a comparable rate — Portland, Ore., which had 27 shootings during the same period. Each of the Albuquerque shootings was found to be "justifiable under the circumstances," Mayor Chavez told LEN.

In an interview with LEN, Walker said that neither the advisory board nor the present independent counsel, Patrick Apodaca, used the "extraordinary" powers granted to them, and that both routinely promised to take action on specific matters brought to their attention by citizens, "then didn't deliver on anything."

The report, which Walker officially presented in late February, also criticized the city's failure to open bids for the \$70,000-a-year independent counsel position, which Walker said kept it low-profile and left citizens in the dark about the avenues open to them to report police misconduct.

"It was very obvious that they had what potentially could be an important form of citizen review," Walker observed. "It just wasn't using the powers it had. Some of the community was very upset with us because we didn't recommend an independent citizen review board. But they already have a citizen outsider with immense power over the input into the complaint process, and they're not using their power."

The report said that while the APD's Internal Affairs Unit has recorded a low rate of complaints by citizens against officers when compared to cities of similar size, that could be due to the fact that few residents know how to file complaints against officers. The informational brochure by APD on filing complaints "was a joke," Walker said, with most residents interviewed saying they'd never seen one.

Among the report's recommendations:

¶ Put the independent counsel position up for competitive bid, which Walker said would "open up the whole process" by allowing those outside the city with more expertise in police matters to apply for the post. Chavez said that the contract is being put out for bid in anticipation of Apodaca's current term ending in July. The report also urged the counsel to use more of his authority to oversee the APD.

¶ Give the advisory board the authority to

Continued on Page 11

Mandatory minimums for druggies may be doing more harm than good

Mandatory minimum prison sentences have done little to reduce drug abuse, according to a recent study, which suggested that conventional law enforcement backed with treatment programs for users would be more effective at curbing illegal drug use.

¶ Harsh prison terms, which many states and the Federal Government have enacted over the past two decades to reduce and deter illegal drug consumption, "produce the smallest bang for the buck by far," said the study by the Rand Drug Policy Research Center of Santa Monica, Calif.

Such sentencing practices, the study said, lead to higher street prices for drugs, as dealers inflate prices to meet the increased risk they face if caught. They also require more prison spending to hold the growing number of offenders, many of whom are non-violent and would get more benefit from treatment programs.

The study focused on cocaine, calling it "arguably the most problematic substance," and is said by its authors to be the first quantitative analysis of how successful the mandatory minimum sentencing laws have been in reducing illegal drug trafficking and use, as well as its effects on crime.

The United States "would make greater drug-control progress by sentencing more dealers to standard prison terms than by sentencing fewer dealers to longer, mandatory terms," said Jonathan Caulkins, co-author of "Mandatory Minimum Drug Sentences:

Throwing Away the Key or the Taxpayer's Money?" In addition, he urged that "treatment should receive higher priority than it does today."

The report stated that conventional enforcement, which it defined as more drug dealer arrests, seizures, prosecu-

tions and standard-length jail terms, "is a substantially better investment" than longer prison sentences, reducing 70 percent more crimes against persons. Treatment for heavy drug users was said to produce the biggest bang of all, "reducing serious crimes about 10 times

more than conventional enforcement, and 15 times more than mandatory minimums.

"A principal reason that long sentences are not more cost-effective is the high cost of incarceration," the report

Continued on Page 11

Portland brass (including Chief) head for the streets

Portland, Ore., Police Chief Charles Moose says supervisors and other high-ranking Police Bureau officials need to get out from under their piles of papers and away from their desks so they can observe officers on patrol and get an idea of what's going on in the community.

Since March, about 50 lieutenants, captains, commanders, assistant chiefs — and Moose himself — have been doing just that as part of "Operation Out and About," in which they accompany their officers on patrol at least once a month.

Putting deskbound supervisors out into the field isn't a new idea in Portland; Moose first tried it when he was a captain in the city's Northeast precinct in 1991. Now, however, all supervisors above the rank of sergeant are required to participate.

"It's a way for the command staff to keep contact with what's going on," said a police spokesman, Lieut. Cliff

Madison. "It's a way for them to have their finger on the pulse of what's going on in the community."

Madison said that while managers might be a little rusty on patrol procedures, they are all qualified for patrol duties by virtue of having been an officer at one time during their careers, he told The Oregonian newspaper last month. Every sworn member of the bureau also is required to participate in in-service training, he added.

The biggest problem is that some supervisors aren't familiar with some of the new technology, such as laptop computers, that are routinely used by patrol officers, Madison pointed out. "They aren't in practice, but they are always police officers," he said.

Lieut. Jim Ferraris was among the first supervisors to participate in the program. In January, he spent a day as afternoon commander of the Northeast precinct and also was on the streets investigating a shooting. "It shows you're

still a police officer, no matter what you rank," he said of the experience.

Ferraris's presence on the streets also freed up some officers to look for fugitives and beef up patrols in gang-plagued neighborhoods. While that's one of the major benefits, he said, it's also important that officers know their supervisors are interested in their performance.

"It sends a strong message to officers that we care," he said. "It says we won't have them doing anything we wouldn't do."

Lieut. Dave Benson, supervisor of the bureau's training division and president of the Portland Police Commanding Officers' Association, said the program allows supervisors to get a feel for what officers face on the street today. "It reinforces what the officers are doing, and it brings to life the issues and problems that confront the patrol officer on a daily basis," he told The Oregonian.

Around the Nation



Northeast

CONNECTICUT — One-hundred-and-fifteen Bridgeport students were rounded up by police and truant officers this month during the first four days of a program to reduce skipping school.

The Connecticut State Police Union is among the first law enforcement groups to join the national coalition SAFETEA that is calling on Congress to make highway safety a priority in the reauthorization of the 1991 Intermodal Surface Transportation Efficiency Act.

DELAWARE — State officials closed a Wilmington day-care center this month after the owner's son, a convicted sex offender, gave the facility's address as his home when he was released from jail.

DISTRICT OF COLUMBIA =

Mayor Marion Barry has denounced a plan to cut his security detail of 31 down to 15. The D.C. City Council approved the decrease in early May. Barry's around-the-clock security includes four plainclothes officers, as well as police who stand guard outside his home, at a cost of \$1.1 million a year. Cutting the detail in half would save the department nearly \$600,000, ac-

Sgt. William Quigley stemming from a 1991 sex crime. Quigley agreed to resign on April 1 as part of a deal with county prosecutors to avoid criminal charges that he covered up the sexual molestation of a drunken, 31-year-old woman by another officer. Quigley claims he is still owed \$360,000 in pay he did not receive while on suspension for the past 4-1/2 years.

ing to surpass the Latin Kings as the city's most powerful gang, said one senior law-enforcement official.

area in Brooklyn and turned himself in. Five hours later, Kamrowski called from a telephone near Yankee Stadium to tell authorities the men had forced him at gunpoint to drive them 55 miles from the Mid-Hudson Psychiatric Hospital to New York City.



Southeast

GEORGIA — A 38-year-old Fayetteville man, Timothy Bryant, filed a \$15-million lawsuit May 2 charging he was beaten by police in a downtown parking garage after refusing to get in an ambulance. Bryant claims officers told his sister, who was standing nearby, not to look as they punched and kicked him, then placed him face down on a hospital gurney. He had allegedly refused the help of paramedics after taking too many painkillers last Nov. 6.

Aaron Boone, 26, and Robert Majors, 31, both of Queens, were denied bail in May when they were arraigned May 12 on charges of ambushing two police officers, one off-duty and one retired, who were moonlighting as security guards and escorting a payroll delivery. Off-duty detective Arthur Pettus was hit four times, and retired officer Joseph Bellone was shot five times.

A Bronx jury on May 9 acquitted Anthony Rivers of criminally negligent homicide and all other charges relating to the death last year of New York City Police Officer Vincent Guidice, 27. The officer bled to death after he severed an artery when he fell on a broken mirror during a domestic violence call. Rivers was convicted only of attempted assault stemming from a brawl with his girlfriend.

Sean Pritchett, '28, was convicted May 6 of attempting to kill four police officers during a wild 1995 shootout in a Long Island City apartment. The officers had gone looking for Pritchett, a parole violator and murder suspect. Pritchett fired at them from his hiding place in a closet, hitting sergeants Darren Finn and James Hopkins, both of whom retired because of their wounds. Police returned fire with 59 shots, hitting Pritchett 17 times.

A former New York City police officer was convicted May 13 of shooting and paralyzing a Queens prostitute who laughed at his sexual performance. Rolando Hernandez, 25, was just eight days out of the Police Academy when he shot 28-year-old Gayle Hoffman, rendering her a quadriplegic.

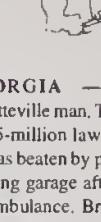
New York City police Det. Victor Legrotttaglie, 33, was charged May 13 with selling an assault weapon to a convicted drug dealer who said he was plotting a robbery. Legrotttaglie allegedly agreed to sell the semiautomatic shotgun to the dealer, who was working as a Federal informant. Federal officials said corrupt ex-officer Michael Dowd introduced Legrotttaglie to the dealer.

Former State Police Lieut. Robert J. Kamrowski, 49, has been arraigned on Federal charges of helping two criminally insane killers escape from a psychiatric hospital in 1994 in ex-

change for \$250,000. Kuhnowski was acquitted of nearly the same charges in state court two years ago, but Orange County prosecutors were able to transfer the case to a Federal court. A weeklong manhunt for Herbert Arnold and John Casahlanca ended when one of the men crawled out of a wooded

area in Brooklyn and turned himself in. Five hours later, Kamrowski called from a telephone near Yankee Stadium to tell authorities the men had forced him at gunpoint to drive them 55 miles from the Mid-Hudson Psychiatric Hospital to New York City.

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Atlanta Police Chief Beverly Harvard said she will study ways to discipline Sgt. W.R. Myers and Officer B.K. Rainey for the beating of a black motorist during an arrest on April 20. A videotape of the incident, which occurred during Black College Spring Break, a weekend commonly known as Freaknik, has been shown to the FBI and will also be seen by the city's civilian review board. The victim, Timmie Sinclair, 27, said he was trying to exit from an Interstate highway when he encountered a roadblock. Sinclair, who had his wife and two children in the car, said he was on his way to fill a prescription for his sick child. Police testified that Sinclair drove past the roadblock and tried to run over a female officer. The videotape shows police punching Sinclair with their fists, and Myers, a 23-year veteran, swinging his baton at him at least five times, once when he was already on the ground. Rainey was cited for ordering someone to stop recording the scene. Sinclair was charged with aggravated assault and obstruction of police.

Federal officials are investigating six of the state's 20 short-term regional youth detention centers and five of its 10 long-term facilities, pursuant to allegations by a former staff member at one facility, who said that residents were physically and verbally abused by employees. Investigators are also said to be looking into whether the facilities are adequately staffed, and whether residents are receiving proper education and medical care.

town Atlanta locations in a trial project that will last six months.

firefighter, Kenneth Tornes, was sentenced May 7 to 45 years in prison for shooting and wounding two police officers in 1996. Tornes still faces charges for a rampage that killed four firefighters and his wife.

NORTH CAROLINA — Malcolm Wright, 23, one of three former Army paratroopers stationed at Fort Bragg who were convicted in the 1995 slaying of a black couple, was sentenced May 12 to life in prison. James Burmeister, the 21-year-old triggerman,

Around the Nation

also got life for the murders of Jackie Burden and Michael James, which prosecutors said was part of a neo-Nazi skinhead initiation rite. The third man, Randy Meadows, testified against his comrades and was given three years' probation in return for his statement.

Thomas Richard Jones, 39, was sentenced in May to two life terms in the deaths of Maia Witzl, 19, of Arlington, Tex., and Julie Hansen, 19, of Rockville, Md., who were passengers in a car he hit while driving drunk. Prosecutors had sought the death penalty.

TENNESSEE — A former Memphis police commander, 44-year-old James Michael Williams, faces up to two years in prison for leaving the scene of an accident. Williams was acquitted May 10 of vehicular manslaughter and drunken driving in the 1995 death of Bobby Russell Jr., an off-duty firefighter.

VIRGINIA — Three students at the University of Richmond were indicted on drug charges after anonymous tips were sent through the Internet to a "Silent Witness" program on the campus police home page.

A "squeaky-wheel" approach by Alexandria police expecting a 10-percent pay hike backfired and netted them only 8 percent, according to some City Council members, who were miffed by demonstrations that included dumping their valor medals in the trash and picketing some City Council candidates' forums. Police are now said to be threatening a work slowdown in which they will write fewer tickets.

MICHIGAN — The Senate is expected to approve a bill that would order chemical castration for repeat rapists. The House has already endorsed the measure.

OHIO — The number of state prison inmates age 50 and older has doubled since 1989, to 3,119, costing taxpayers millions of dollars and putting a strain on the correctional system. The Dayton Daily News reported recently.

Cincinnati police Sgt. John Sess was suspended May 12 after he admitted to a supervisor that he planted marijuana in a detainee's clothing in 1984. That person wound up going to prison. Sess faces departmental charges of neglect of duty and violating the ethics code.

WEST VIRGINIA — The state Supreme Court ruled May 12 that police do not have to see someone driving to make a drunken driving arrest. However, circumstances must indicate that the vehicle was driven by the suspect.

Even after being shot in the leg, State Police trooper Paul Burton was able to chase down a robbery suspect. The suspect, Michael Eric Knight, shot Burton when he was pulled over during a traffic stop. He also shot out the tires of Burton's police car. Burton gave chase in a borrowed vehicle. Knight, 30, was hospitalized with two gunshot wounds.



IOWA — Laws toughening penalties for young criminals and banning nude dancing were signed into law May 7 by Gov. Terry Branstad, as part of a crackdown on crime.

MISSOURI — The House is considering legislation that would give voters the final say on the issue of whether law-abiding citizens may carry concealed weapons.

NEBRASKA — Officials in Norfolk said May 13 that starting next year, public high school students will be tested for drugs and alcohol, subject to their parents' assent.

SOUTH DAKOTA — A survey by the Minnehaha County Family Violence Task Force is being conducted on how best to serve victims of domestic abuse. The results of the study will also be used to teach police officers how to better approach victims who do not want to report violence.

Lawrence County's chief deputy sheriff, Dwane Russell, 46, was named May 13 as the warden of a new women's prison in Pierre.



NEW MEXICO — Recently approved raises for Albuquerque police have attracted so many applicants that officials say they will be able to fill all available openings by summer's end. Last year, the force had trouble filling 130 slots.

TEXAS — One of the two members of the fringe group Republic of Texas whom Federal agents allowed to run away during sensitive negotiations was subsequently killed in a gun battle with state police. The identity of the dead man was not immediately released. Richard F. Keys 3d, 21, and Mike Matson, 48, had slipped away from the group's headquarters compound in Fort Davis as Texas Rangers were negotiating the final details of a surrender. Once officials felt it was safe enough, they let loose 30 rounds to chase the men down. The men, who were hiding under a bush within a mile of the group's headquarters, shot at the rounds when they gave the alert signal. Once the suspects started shooting, searchers and a helicopter crew overhead fired back. Seven members of the group, including its leader, Richard McLaren, are facing Federal conspiracy and fraud charges for the group's issuance of more than \$1.8 billion in bogus financial instruments that were used to pay bills.

Robert Allen Stillman, 25, and Randall Elliott Moore, 22, pleaded guilty May 2 to Federal arson charges under a new law purposely written to combat the burning of black churches. Congress passed the law in 1996 after more than 70 suspicious fires damaged or destroyed predominantly black

churches in the South between the beginning of 1995 and the summer of 1996. The men were charged after law-enforcement officers videotaped a conversation between Stillman and two informants in which he admitted to using a can of gasoline and a lighter to start the fire. According to the United States Attorney's office, Stillman said he set the fire because it was "a nigger church." The defendants face a mandatory minimum of five years in prison if convicted, and a maximum of up to 40 years.



CALIFORNIA — Los Angeles County Reserve Deputy Elia Tawil, 31, and his father, Maurice, 57, were arrested May 12 after a Federal grand jury returned a 28-count indictment charging them with conspiracy, mail fraud and money laundering in a scheme to evade millions of dollars in diesel fuel excise taxes. The Tawils operated a wholesale fuel distribution company in Claremont. They allegedly created dummy companies designed to assume liability for the taxes, then discontinued operation before the taxes are paid.

A nationwide manhunt is underway for Andrew Cunanan, 27, the suspected spree killer of four men. Described as charming, handsome and mysterious, Cunanan was widely known in San Diego's gay community and was said to have lived a lavish lifestyle as a high-priced male prostitute. He departed for

Minneapolis on April 25, and four days later police found the body of Jeffrey Trail, 28, a former Navy lieutenant and lover of Cunanan's who had been stationed in San Diego. He was beaten to death with a claw hammer. On May 3, the body of another of Cunanan's lovers, Minneapolis architect David Madson, 33, was discovered along the shore of East Rush Lake. He had been shot and his Jeep Cherokee was missing. Wealthy Chicago real estate developer Lee Miglin's body was found the next day in his garage. His body showed signs of torture. Cunanan was allegedly a friend of Miglin's son, Duke. Cunanan's last alleged victim, William Reece, 45, was shot in the head. His body was found on May 9 in Penasvile, N.J. His truck was missing, but police found Miglin's stolen Lexus at the scene. Robert Ressler, a former FBI agent and serial-killer profiler, said that Cunanan is now "like a mad dog running through the countryside," whose trial will end either in a shootout with police or a suicide.

The San Jose Mercury News conceded May 11 that a series of articles last year on the Central Intelligence Agency's alleged connection to the nation's crack trade may have been flawed. The paper's executive editor, Jerry Ceppas, stated in a signed editorial column that in a few key instances, only one side of complicated pieces of evidence were presented; that a representation of the crack epidemic was simplified; that the amount of money estimated to be involved was not clearly identified as an estimate, but rather presented as a fact. The series of articles titled "Dark Alliance," by reporter Gary Webb, caused a firestorm of controversy and prompted multiple Federal

investigations

After an exhaustive review, the Los Angeles Police Department issued a report May 5 that said former Det. Mark Fuhrman had grossly exaggerated his accounts of racist brutality, but had been allowed to "act out his prejudices" on females in the department. Of 29 incidents recorded on tape by Laura Hart McKinney, an aspiring screenwriter, 17 could not be connected to known events in the career of Fuhrman or his contemporaries. The remaining 12 produced no conclusive findings except for his use of racial and sexist epithets. The report added that Fuhrman's power grew each time he got away with sexist remarks at rule call, blatantly ignored a female officer or resolved a field situation to a female officer.

Five people were arrested and more than 100 weapons and thousands of rounds of ammunition were seized May 9 by Los Angeles police, who said the suspects planned to attack several Southern California targets.

HAWAII — State officials said earlier this month that women may be included when another 300 prison inmates are transferred to facilities in Texas.

OREGON — The House approved a bill May 12 that would allow school districts to subject teachers to drug testing if they have probable cause. The legislation is a watered-down version of another measure that would have required random testing.

Ninety-eight firearms were turned in May 10 in Eugene during Ceasefire, Oregon's second annual gun-exchange program.



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Party time targeted

Youths in Cumberland, R.I., who decide to hold rowdy parties while their parents are away from home might find some uninvited guests on their doorsteps — the police.

Police Chief Anthony Silva made "Parents Consent to Search" forms available early this month, just in time for the prom and graduation party season. Parents who sign the forms waive their constitutional rights and give officers permission to enter their homes without a warrant if they think there's a party going on, The Associated Press reported.

That's just fine with some parents. "There are lots of single parents who work two jobs and can't keep an eye on their kids 24 hours a day, seven days a week," Donna Bergeron, whose son is a high school senior, said in support of Silva's action.

Police said several requests for the forms had been phoned in to the department. The forms also will be made to all 283 seniors at the local high school in time for the graduation party season.

Silva said the form is an effort by police to curb drug and alcohol abuse that occurs at unsupervised parties. "It's time to say, 'Enough is enough,'" he told The AP.

Officers will be ordered to use discretion if they use the forms to enter homes. "We're not going to be going into cupboards and digging into bed-

room doors," he said. "Maybe we're taking away the rights of some teenagers — that remains to be seen. But are we giving parents more rights? Absolutely."

Still, not everyone is happy with the Chief's initiative, including some parents and the Rhode Island chapter of the American Civil Liberties Union. "My son's 18, and when we go away, he has a baby sitter," said Sally Field, who said she wouldn't sign such a form.

"It's a tremendous overreaction to a problem that can be addressed in more moderate and reasonable ways," said Steven Brown, executive director of the civil-liberties group.

Career's full circle

The career of Lewis Rice Jr., one of the longest-serving officials of the Drug Enforcement Administration, has effectively come full circle: Rice, who joined the DEA as a special agent assigned to its New York Field Division in 1974, was recently named to head the division.

Rice's DEA career also has coincided with the birth and evolution of the nation's lead narcotics enforcement agency, which was established in 1973 to replace the Bureau of Narcotics and Dangerous Drugs.

DEA Administrator Thomas Constantine tapped Rice in January to head the 350-agent New York office, succeeding Carlo Boccio, who retired in December. Rice's portfolio also includes the state Drug Enforcement Task Force, with 200 narcotics investigators from the New York Police Department and New York State Police.

During his long career, the 44-year-



Lewis Rice Jr.

Seeing changes in drugs & DEA

old Rice has watched drug trends come and go, and has seen the science of narcotics investigations evolve. While DEA's mission remains the same — to ferret out and prosecute drug-traffickers and seize illegal narcotics — the drug trade itself has become increasingly violent over the years, Rice told Law Enforcement News.

"The violence is a lot more apparent now than it was when I came on and was active in the street during the 1970s, working undercover assignments," he recalled. "Nowadays, it seems like nobody wants to go to jail, so they're more inclined to shoot it out on the street."

As a result, narcotics officers face an exponentially higher risk to their safety, Rice observed. "If they know

FBI's Fox, spycatcher & Gotti nemesis, dead at 59

James M. Fox, who headed the FBI's New York City office through some of its highest-profile cases of recent years, died May 16 at age 59, reportedly from complications from sepsis.

The 31-year bureau veteran, who was assistant director in charge of the New York office from 1987 to 1993, died a few days after being stricken at his office at the Mutual of America Life Insurance Co., where he had been executive vice president since his retirement from the bureau.

Fox spent a large part of his FBI career tracking Soviet and Chinese spies during the frostiest days of the Cold War, earning a reputation as an expert in counterintelligence and espionage. But Fox, who was a popular figure in law enforcement social circles, will be best remembered as the G-man who took down John Gotti, the boss of the Gambino organized-crime family, and for his lead role in investigating the 1993 World Trade Center bombing.

Fox seemed the perfect nemesis for Gotti, whom newspapers had dubbed the "Teflon Don" because of his ability to dodge criminal convictions, having been acquitted by Federal juries in two previous trials. That changed with his arrest in 1992, after FBI agents under Fox's leadership penetrated Gotti's Little Italy hangout, placing the bugs that figured prominently in

the mobster's conviction on racketeering, murder and other charges.

Fox also played a role in turning Gotti's underboss, Salvatore (Sammy the Bull) Gravano against him. Gotti is now serving life in prison without parole.

Known for his quick wit, Fox reacted to Gotti's conviction by offering a quip that will take its place in the annals of law enforcement, proclaiming: "The Teflon is gone. The don is covered with Velcro, and all the charges stuck."

During the World Trade Center bombing investigation, Fox was a frequently seen on news programs, explaining the complex nuances of the case, which ultimately led to the convictions of several Islamic radicals, as well as the discovery of a more extensive plot to blow up several New York City landmarks. Authorities cracked that terrorist cell before the deadly plan could be carried out.

"The whole world was watching, and the whole world was reassured by him," said former New York City Police Commissioner Raymond Kelly, who worked closely with Fox on the bombing case. "He really did break the biggest terrorist case to reach America."

Fox's willingness to shed light on the case also landed him in hot water. In December 1993, just a few weeks before his retirement was to take effect, Fox was suspended by Director Louis Freeh for what the

FBI termed "inappropriate comments" about "a pending prosecution."

Fox apparently ran afoul of the bureau because of comments on the terrorism case he had made to a television reporter after the judge ordered officials involved to keep quiet. Fox was said to be devastated by the unceremonious end of his career. Even so, nearly 1,000 people showed up for his retirement dinner a few weeks later.

Born in Chicago, Fox attended Augustana College in Rock Island, Ill., and received his law degree from the University of Illinois. Forgoing a career as a lawyer, Fox joined the FBI in 1963. Early in his career, Fox became fluent in Mandarin Chinese, making him a prime candidate for tracking Chinese spies in Chicago. In 1975, Fox moved to FBI headquarters, where he worked in the Soviet and anti-terrorist sections.

"Jim was great at getting into people's minds, winning people over, developing sources; he knew how to approach them, talk to them," said Richard F. Green, a retired agent who worked with Fox on the FBI's "Russian squad."

Fox served in San Francisco from 1977 to 1982, and oversaw the FBI's role in security preparations for the 1984 Olympics in Los Angeles. In 1987, then-Director William Sessions named him to head the New York office.

out the world, we're not effective unless we can form some really strong partnerships with state and local law enforcement," he said.

Rice has had assignments in Jamaica; Miami, Washington, D.C.; Philadelphia; and Detroit, where he served as SAC overseeing anti-drug operations in Michigan, Ohio and Kentucky until last February.

Ex-NYPD boss dies

As New York City Police Commissioner during the early 1960s, Michael J. Murphy led the force through a period of increasing civil rights activism, worsening relations between police and the minority community, and an episode in which 38 witnesses saw a young woman stabbed to death on the street yet did nothing.

Murphy died, reportedly of natural causes, at his Smithtown, N.Y., home on May 17, at the age of 83.

Holding a bachelor's degree in accounting, a master's in public administration, and a law degree, Murphy was appointed commissioner in 1961 by Mayor Robert F. Wagner. He was well regarded by the force, and morale rose sharply, according to a survey of 100 officers taken at the time.

In 1964, civil rights demonstrators blocked the Triborough Bridge and chained themselves to an iron grille.

outside the Police Commissioner's office. Entrances to the New York City Pavilion at the World's Fair were also blocked by demonstrators.

Riots broke out in Harlem after the killing of a 15-year-old black youth by police Lieut. James J. Gilligan in July 1964. Gilligan was suspended but later cleared of wrongdoing by a departmental investigation.

Until the end of his tenure in 1965, Murphy resisted calls for a civilian complaint review board to investigate brutality charges.

He was also commissioner when Catherine "Kitty" Genovese was stabbed to death on a Queens street in March 1964. New Yorkers were later stunned to learn that dozens of neighbors saw her murder, yet none called police.

Born in Queens on July 19, 1913, Murphy began his law enforcement career with the New York State Police. After two years, he returned to the city as a court attendant. Joining the NYPD in 1940, he became sergeant in just five years. Murphy was made a deputy inspector in 1954, and given command of the Police Academy.

In 1955 he took a leave of absence from the department to head the New York-New Jersey Waterfront Commission, fighting racketeers. He returned to the force four years later, and in 1960 was named chief inspector and head of the department's uniformed force.

When he retired from the NYPD, Murphy became president of the National Automobile Theft Bureau.

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Marie Simonetti Rosen
Publisher

Peter C. Dodenhoff
Editor/Associate Publisher

Jacob R. Clark
Staff Writer

Jennifer Nislow
Contributing Writer

Mary Mele
Subscriptions

Lisa Leslie
Editorial Assistant

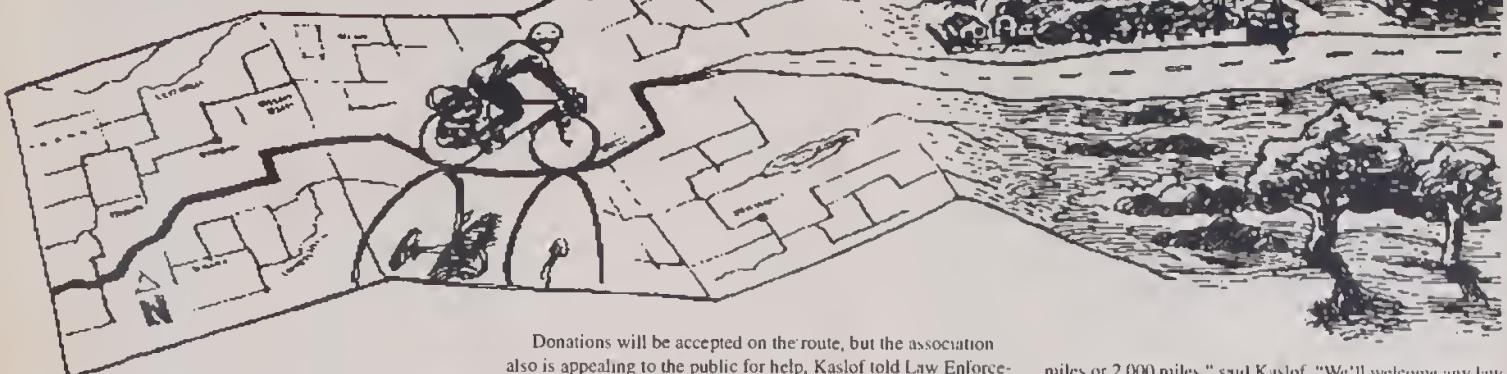
Correspondents: Hugh J. B. Cassidy, Jack Dowling, Tom Gatchoff, T.L. Tyler, Ron Van Raalte.

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A wheelie big show

Trekking across the U.S. for police bike patrols



A small group of hardy cyclists will launch a cross-country bike ride from Portland, Ore., to New York City in June in an effort to raise funds and public awareness about the benefits of two-wheeled police patrols.

The effort, dubbed "Cycling for Blue," is being organized by the New York City Police Reserve Association to raise money for the NYPD's bike patrols, which are now in place in about 80 percent of the department's 75 precincts. About 1,700 are assigned to bike units of about 10 to 15 officers each, which have been funded almost entirely by private donations since the first unit was formed in 1992.

Leslie J. Kaslof, executive director of the 70-year-old volunteer association, a group of community and business leaders, said funds the riders raise will be used by the NYPD for repairs and maintenance.

But more importantly, the riders hope to spread awareness about bike patrols and perhaps spur agencies now without them to start their own, Kaslof said, noting some of the benefits bike patrols provide.

"It's an effective enforcement tool, but it's also a great community relations tool. It's environmentally friendly, and it allows police officers to stay in shape. People love cops on bikes.... It's just promotes a more friendlier, more accessible face on both sides of the coin."

Donations will be accepted on the route, but the association also is appealing to the public for help, Kaslof told Law Enforcement News. The effort itself has received "tremendous cooperation" from corporations like the Ford Motor Co., which donated a 1997 Expedition that will be used as an escort vehicle, American Express, and Ogilvy & Mather, a major advertising firm that donated the brochure being used to publicize the effort.

The riders, who will participate on their own time and at their own expense, will cover about 100 miles a day, said Kaslof, who will accompany the group in the Expedition during the long journey. The cyclists, ranging in age from 16 to 71, will leave Portland on June 25.

They will spend most of July pedaling across the northern tier of the United States, as well as through parts of Ontario, Canada, past Niagara Falls, to their destination — 1 Police Plaza, the NYPD's headquarters in downtown Manhattan. They are expected to reach that goal on July 29, after a journey of nearly 3,500 miles.

New York City Police Commissioner Howard Safir, along with members of NYPD bike patrol units, is expected to greet the cyclists on the George Washington Bridge, which links New Jersey and New York, and escort them to NYPD headquarters, Kaslof said.

Law enforcement officials in many of the towns and cities en route plan to provide escorts, and the association has invited members of other police bike patrols to join the riders as they pass through their communities. "They can be with us for 20

miles or 2,000 miles," said Kaslof. "We'll welcome any law enforcement officer or his associates on the ride, but they have to understand that all of their expenses are their own."

None of the cyclists are police officers, but most have done long-distance rides before. The cross-country trek will be the third for 71-year-old Lou DiPaolo, whose previous transcontinental bicycle rides raised funds for research into Alzheimer's disease.

The co-owner of an architectural blueprint firm in Manhattan, DiPaolo said he became friendly with bicycle officers assigned to the Midtown South precinct near his office. He came up with the idea of benefiting the bike patrols, and wrote to Safir proposing the fund-raiser. Safir said the department rules prevented it from participating directly in the effort, but he gave the idea his blessing.

"What better [cause] than the New York City bike patrols?" DiPaolo said. "They're non-invasive, and represent a whole new method of approaching the public. People love them."

[To make a donation to the effort, send a check, payable to The New York City Police Reserve Association, 37 W. 32nd St., New York, N.Y. 10001. Reference "Cycling for Blue," on the check. For more information, contact Kaslof at 718-796-7780 or Paige Levey at 212-564-0010. Readers can track the riders' progress by visiting the association's Web site at: <http://members.aol.com/cycleblue>.]

The local drive-through:

Baltimore police seek anti-cruising help

Aimless cruising around a section of downtown Baltimore that has become increasingly popular with youths — and a magnet for criminals — will be virtually banned under a local ordinance proposed at the request of hard-line police officials.

The ordinance, introduced by Sheila Dixon, a 10-year City Council veteran, would ban cruising — defined in the bill as "driving a motor vehicle on a street past a traffic control point more than once in any two-hour period" — in the roughly six-square-block area near the city's Lexington Market. It would be in effect between 10 P.M. and 5 A.M., Friday through Monday.

Persistent violators face misdemeanor charges that could result in fines of up to \$200.

The City Council is expected to vote on the proposal June 5, and Dixon said she expects quick approval. "None of my colleagues have a problem with it," she told Law Enforcement News.

Dixon says she introduced the legislation because of police concerns about rising violence and traffic problems in the area. "It tends to get very congested on the weekend, to the point where, if there was an emergency, an emergency vehicle would have a very difficult time getting through," she said.

Spurred by local business owners, officials of the Police Department's Central District, which has jurisdiction over the area, lobbied for the bill because they have been forced to ask nearby districts for reinforcements to contain crowds of teenagers and young adults that sometimes number between 2,000 and 4,000 — especially on weekends after 2 A.M., when several bars and nightclubs in the area close.

"We call it 'The West Side Car Show,'" said Lieut. Robert Floyd, the deputy district commander. Floyd wrote the proposed law, basing it on a similar measure adopted in Westminster, Md., to curb crowds of youths hanging out in shopping-mall parking lots.

"Hanging out" is a time-honored tradition among some Baltimore youths, who began gathering in the downtown area about 10 years ago. "It started with young people showing off their cars to attract women," Floyd told LEN.

Police say groups of youths cruising in custom vehicles, many equipped with ear-splitting stereo systems that can be heard from blocks away. Others gather to watch patrons leaving clubs, Floyd added, and the resulting crowds snarl traffic and dangerously slow response times for emergency vehicles.

Most of the revelers are peaceful,

police say, but the area has been the scene of increasing violence that they fear could worsen in the warm summer months. At least five shootings and three homicides were reported in the area during a four-month period, including the murders of two men shot dead in their car by a passer-by.

Police began an ongoing crackdown on auto thieves operating in the area on Jan. 11, which has since resulted in the seizure of 16 stolen cars and 12 handguns. They've also issued more than 200 moving violations, nearly 20 crimi-

nal citations and made more than 50 arrests, said a BPD spokesman.

During high-volume periods, which usually occur on weekend nights, police have had to deploy as many as 40 officers to the area, often taking them from other duties. They've also had to ask other police agencies in the Baltimore area for backup, including officers from the Mass Transit Administration, the Baltimore County Sheriff's Department and University of Maryland police, said Floyd.

Police have used patrol cars to block

streets and alleys to deter cruising, but one police official said it takes about 21 vehicles to put a dent into the problem — about the same number of cars routinely deployed to patrol the area.

The city also has attempted to eliminate gridlock conditions stemming from the crowds by posting "no stopping" and "no parking" signs, but officials say that's done little to alleviate the problem. Drivers still stop in the middle of the street to talk to fellow motorists, drive and park on sidewalks and drive the wrong way on one-way streets.

Virtual reality vs. hostage events

Computer simulations tested for high-risk incident training

Law enforcement has been using virtual reality — computer-generated simulations of real-life situations — to train police officers to handle a number of situations they may face on duty, from encounters with armed fugitives to defensive-driving techniques.

Now, the Sandia National Laboratories in Albuquerque, N.M., has expanded the concept to address potentially deadly hostage situations, developing a training program that could teach officers to make split-second decisions during high-risk incidents. The

project, called VRaptor, is currently being tested at the facility, The Associated Press reported recently.

VRaptor involves two-person law enforcement teams who are armed with "guns" connected to virtual-reality headsets that depict intense hostage incidents. Participants try to quickly identify the suspects and their victims, using the information to launch an assault that, they hope, will free the victims.

Situations are manipulated by tapping codes into a computer, which allows the operator to move suspects and

victims around the scene of incident. They can also move pieces of "furniture" and other objects in the virtual room to confuse officers, just as suspects in real-life incidents might do.

One police official said the system is superior to the interactive computer simulations used by many police agencies. "What we've found is people basically respond to their training at a moment of stress," said Sgt. Ron Marler, who trains recruits at the Albuquerque Police Academy. "The more realistic it is, the more effective it is."

A promotion? No thanks, say New Jersey cops

Most police officers jump at the chance to be promoted to higher ranks, but some in Old Bridge, N.J., have decided to pass up the opportunity to take exams for lieutenant and captain, to protest what their union president calls "political interference" in the promotion process.

Capt. William Cerria, president of the Fraternal Order of Police Lodge 22, which represents the 84-officer department's supervisory ranks, said the union presented an ordinance to the Old Bridge Town Council last month intended to remedy a promotional process he claims is rife with political machinations and nepotism.

"It would eliminate all of the problems, and it would also eliminate any political interference or any avenues of political interference, and it takes out the 'who's who,'" Cerria said of the proposal, which was drafted with input from the Patrolmen's Benevolent Association, which represents line officers, and Police Chief Jerry Palumbo. He said the council is currently reviewing the proposal.

Problems with the promotion process have been ongoing since 1988, Cerria told Law Enforcement News, but the situation has reached a critical mass in recent months, culminating in the protest in which all FOP members eligible to take the three-part tests for lieutenant and captain refused to sign up by the May 7 deadline set by Mayor Barbara Cannon.

Cannon said she would extend the deadline for a few days, but Cerria said the union had not been notified of such action.

The Mayor did not return a phone call from LEN for comment on the situation.

Cerria, one of several officers who received provisional promotions from Palumbo to fill vacancies until the situation is straightened out, said the Mayor has not been forthcoming in announcing the number of promotions she intended to make. "With the political overtones in this town, she'd get the number [of eligible officers] up front so it doesn't matter who was where [on the list]," he said.

The union is also angered by tinkering with the formula used to determine final test scores and delays in offering the various parts of the tests, which include a written section and two oral assessments, one of them conducted by an outside testing firm. The final score is determined by an average of the three grades, plus extra points for seniority.

"What the Mayor has chosen to do is add up the three test scores, divide by three, then add in the seniority points, giving seniority points three times their intended weight," Cerria charged. "We can't proceed until this is worked out."

Delays in the testing procedure are strung out for years, putting officers' careers on hold, Cerria said. The first two parts of a

lieutenants test were administered in December 1989, but officials took no action until June 1993, when the Town Council decided to waive the third part of the test and instructed the Mayor to promote the remaining candidates on the list. In this instance, the Mayor had opposed waiving the third part, but was forced to do so by the council.

A year later, when the captain's test was announced, the Mayor used waivers to promote one individual, while putting off tests for four other officers the union had argued were eligible. "The Mayor endorsed waiving all parts of the test for one individual. The Council waived that, and she promoted him," said Cerria.

"We boycotted the test until a procedure is put into place that gives the promoting authority no leeway whatsoever to play any games."

— Capt. William Cerria,
Old Bridge, N.J.,
Fraternal Order of Police

A Middlesex County judge overturned the promotion, but while the judge also ruled that all five officers were eligible to take the exam, Cannon did not order the test to be administered until recently.

"It's our position that Mayor Cannon is operating these tests under 'who's who,' and not on what the town needs," Cerria said. "We can't have that, so we boycotted the test until a procedure is put into place that gives the promoting authority no leeway whatsoever to play any games with time frames. When a vacancy exists, you have 30 days either to promote someone off an existing list or announce a test. Then promotions must be made 30 days after the test."

Because of the chief's authority to make provisional promotions to maintain minimum staffing levels, the situation hasn't caused acute problems in the supervisory ranks. The agency has seven lieutenants, three of whom are interim appointments, and three captains, including a provisional position held by Cerria.

In a related development, officials announced May 15 that the township would promote eight patrol officers to sergeant, despite a pending lawsuit challenging the exam for that rank. The situation hasn't helped morale, which Cerria predicted would worsen should the sergeants' promotions be nullified as a result of the lawsuit.

With DoJ aid, agencies do it themselves for DNA testing

As DNA testing becomes increasingly *de rigueur* for all types of police investigations, not just violent crimes, law-enforcement agencies in the Washington, D.C., area and other parts of the country are taking the long view and beginning to build their own genetic testing facilities that will eventually save them both time and money.

With a price tag of \$595 for each DNA sample tested, and at least three samples for each murder, rape or assault case, the Montgomery County, Md., Police Department found itself spending upwards of \$1,800 at a DNA testing firm.

With about 280 such cases each year, the county was paying more than \$500,000 annually for lab work, said Richard Gervasoni, the department's chief chemist.

Outside firms were not in a position to help. Cellmark Diagnostics in nearby Germantown, Md., a premier DNA-testing laboratory that worked on the O.J. Simpson case, has become so backlogged with work that obtaining results often took a month or more.

So with money recovered during drug seizures in the county, the Police Department built its own \$300,000 laboratory. Tests will cost only about \$40, and the results will be ready in less than a week.

"If we were preparing for a trial, it didn't matter if the test took a month or two," Gervasoni told The Washington Post. "Now the detectives will be able

to see results during their investigation, while they're looking for suspects."

Ten years ago, said Sue Ballou, a forensic chemist with the Montgomery County police, forensic technicians could not tell if a blood stain was human or animal blood. Today, she said, holding up a blood-stained T-shirt believed to have been worn by the killer of a Potomac family in 1995, "We were able to say exactly whose blood it was, when they died and in what order. It was very exciting."

The test helped convict Bruman Stalin Alvarez, a handyman who killed his boss and four members of the Goff family in a notorious murder at the family's home.

The Anne Arundel County, Md., Police Department has had its own DNA lab since 1992 and has conducted the tests in more than 500 cases a year.

"We apply [the tests] to a wide spectrum of crimes," said Jane Cooke, the crime lab supervisor. "We still concentrate on the most serious offenses. But if there is evidence we find from a burglary, for instance, there is a lot we can do with it."

DNA testing, said Ballou, is becoming a "state-of-the-art detective tool." If successful, police will even be able to hunt down petty criminals using hair, saliva and blood samples — evidence that was formerly difficult to gather and would only be sought in serious crimes.

To help move matters along, the Justice Department is awarding more

than \$2.65 million in grants to 15 states to develop or improve their own labs, as well.

Many of the states receiving grants will participate in the FBI's Combined DNA Index System (CODIS), which allows crime laboratories to store and match DNA records from convicted offenders and crime scene evidence.

In one case, a convicted rapist in Maine was linked to the murder of a teen-age girl by using the state's version of this tool. Under a new state law, anyone convicted in Maine after Jan. 1, 1996, of murder, aggravated assault, robbery, gross sexual assault and nine other crimes is required to provide blood samples for DNA analysis.

To help police comply with this law, Maine recently built a \$300,000 forensic DNA facility that will supplement the State Police crime laboratory that opened in Augusta in February.

DNA profiles will be stored in a state data base that will allow investigators to link a past offender with a new crime. Such was the case in the 1990 murder of an 18-year-old Bangor girl. The body of Lisa Garland was found in a gravel pit in Alton. One year later, a 15-year-old York girl was run down by a motorist. She was raped, had her throat slashed, and was left for dead.

Sperm found in Garland's body was matched to that of David G. Fleming of Saco. Fleming was already in prison for the attack on the York girl, who had survived.

Citing growing threat, Freeh expands FBI anti-terror efforts

FBI Director Louis J. Freeh, citing projections of growing threats from domestic and international terrorists, told a Congressional committee May 13 that he has tripled the FBI's counterterrorism efforts over the past three years and has some 2,600 positions dedicated solely to this area of crime fighting.

Addressing the Senate Appropriations Committee, Freeh, joined by Attorney General Janet Reno and acting CIA Director George Tenet, spoke of a worsening problem that grows more complex as it draws closer to home.

Although international terrorist acts killed 311 people worldwide last year, one of the highest death tolls ever recorded, no single attack approached the severity of the April 1995 bombing of the Alfred P. Murrah Federal Building in Oklahoma City, which claimed the lives of 168 people.

"The risk of terrorism within our borders does not result solely from grievances imported from overseas," said Reno. "Increasingly, acts of terrorism have been perpetrated by disaffected [U.S.] citizens."

According to the State Department's annual report on political terror, the two most deadly groups in 1996 were the Tamil Tigers, a Sri Lankan group that carried out a January 1996 bombing in Colombo that killed 90 people and a bomb attack on a commuter train in July that killed 70.

The second-deadliest group, the report said, was the Islamic Resistance Movement, known as Hamas. A Hamas suicide bomber blew up a bus in February killing 26 people, including 3 Americans. A second explosion in Tel Aviv killed 20.

A total of 24 Americans died in in-

ternational terrorist attacks last year, including 19 killed in the June 25 truck bombing at an American military base near Dhahran, Saudi Arabia.

Freeh noted that several Middle Eastern terrorist groups, including Hamas and the Lebanese Hezbollah, have "placed supporters inside the United States who could be used to support an act of terrorism here."

While leaders of the Senate committee went out of their way to ensure that

the necessary funding would be supplied for counter-terrorism initiatives, they questioned whether there was adequate interagency coordination, and whether the Clinton Administration had a coherent plan for these efforts.

The proposed budget for counter-terrorism next year is \$417 million, said Senator Arlen Specter, (R-Pa.). At the FBI alone, Freeh said, counterterrorism spending has risen in three years, from \$93 million to \$243 million.

"Body-bag journalism" fuels cynicism, fear

Television journalism's preoccupation with bloody crimes and violent disaster footage is creating a nation of cynical, fearful viewers, according to two new studies.

"You get this body-bag journalism over and over again," said Joseph Angotti, director of a study by the University of Miami's school of communication. "I think it has a numbing effect on the public. People withdraw from activities because of fear," he told The Associated Press.

The Miami study looked at local news during a four-month period last year and this year in Miami; New York; Chicago; Syracuse, N.Y.; Austin, Tex.; Indianapolis; Eugene, Ore., and Los Angeles.

Another study, conducted by Rocky Mountain Media Watch in Denver, found that local news shows averaged 43 percent on its "mayhem index," meaning that nearly half the broadcast reported violent crimes or disasters.

"This kind of tabloid journalism is

empty calories for the mind," said Paul Klite, head of the organization.

Klite's group studied the contents of 100 broadcasts on the night of Feb. 26, when the biggest national news story dealt with the White House fund-raising scandal.

WXYZ in Detroit came in first with a mayhem index of 92.4 percent. Another station singled out, WSOC in Charlotte, N.C., came in sixth with an index of 74.5 percent, reporting on two ambulance accidents, a robbery at an ATM, two sex offenders, a shooting, a truck being hit by a bullet, the trial of a negligent mother, and a father holding his daughter at knifepoint.

Barbara Cochran, president of the Radio and Television News Directors Association in Washington, said crime news appeals to TV news directors because it often involves good visuals and is easy to do. At the same time, she told The AP, it often provides a public service by warning people of dangerous situations.

Fla. police misconduct soars, penalties lag

The number of serious misconduct and violent criminal acts committed by Florida law enforcement officers has skyrocketed since 1990, according to a newspaper's investigation, but fewer officers are being appropriately punished for misdeeds because the state commission that licenses and disciplines officers has relaxed penalties.

The Fort Lauderdale Sun-Sentinel based these conclusions on a computer analysis of records on 6,630 troubled officers maintained by the state Criminal Justice Standards and Training Commission, which licenses the state's 72,000 law enforcement officers.

The commission, one of first of its kind in the nation when it was established in 1977, can also decertify officers found to have engaged in misconduct, stripping them of their badges and effectively barring them from future law enforcement jobs in the state.

In addition to scrutinizing the commission records, the newspaper examined more than 400 disciplinary files obtained from the Florida Department of Law Enforcement and internal affairs reports from 15 South Florida police departments. Among its findings:

¶ Reports of serious misconduct by law enforcement officers "have soared" since 1990.

¶ From 1977 through 1989, the state investigated 2,047 offenses. But from 1990 through September 1996, the commission looked into 5,136 cases — more than twice as many in roughly half the time.

¶ The number of violent acts, including assault, excessive use of force and domestic violence, committed by officers has quadrupled since 1989, replacing drug-related offenses as the most likely type of misconduct case filed against law enforcement officers.

From 1977 through 1989, the commission examined 161 such offenses, while in the past six years the number rose to 685.

¶ While the number of serious misconduct and criminal cases involving law enforcement officers is rising, the proportion of cases in which officers have been barred from future police work has fallen from nearly one-third since 1990, to about 35 percent. In about 350 of the case of serious misconduct examined by the commission since 1995, officers "received nothing more than letters warning them to shape up," the newspaper reported.

"We're more lenient today, and whether you think that's good or bad is your opinion," said the commission's chairman, Altamonte Springs Police Chief William Liquori.

"We have a very small percentage of people who choose to violate the law in society in general, and we have the same in law enforcement," said Col. Ronald Grimming, the Florida Highway Patrol superintendent, who also serves on the commission.

The commission can decertify officers for more than 70 types of misconduct, from drunken driving to using excessive force, regardless of whether criminal charges are filed.

Few police misconduct cases were filed with the commission until the early 1980s because the process was still new and not many police agencies took the time and trouble to submit misconduct reports to the state. The number of cases began to skyrocket in the early 1990s, however. In 1990, the commission opened 352 cases ranging from officers who consorted with prostitutes to prison guards caught smuggling drugs to inmates. By 1993, the number of cases had jumped to 1,200.

Cases involving serious infractions ranging from perjury and larceny to excessive force more than tripled between 1990 and 1994, the newspaper reported. While caseloads began to level off in 1995, as of December 1996 more than 1,000 cases remained open, according to records examined by The Sun-Sentinel.

"It's not that the cases weren't out there," said Danny Quick, a commission staff member. "We just didn't have the people to process them. The cases sat around until we could get to them."

The nature of police misconduct in Florida has also changed over the past decade. In 1990, 32 percent of cases filed with the commission involved the use or sale of drugs, mostly cocaine and marijuana. But in 1995, violent offenses, many involving domestic abuse, made up 25 percent of the caseload, while drug-related cases had dropped to just 10 percent.

Liquori said he was surprised by the increase in violence-related offenses, but said the increase reflects rising violence in U.S. society. "I don't hire robots. I hire humans beings that have the same frailty and the same problems as society," he told the newspaper.

Officers found to have engaged in misconduct rarely are barred from law enforcement. From 1983 to 1990, 982 offenses judged by the commission resulted in decertifications, or about 52 percent of the total. That figure had fallen to about 35 percent from 1990 to 1996, a period in which the number of violence-related cases jumped markedly.

Drug-related charges almost always merit a revocation after the commission adopted a zero-tolerance policy toward drug abuse by officers during the 1980s. But the commission has

failed to adopt such stringent punishments for officers engaged in violent offenses, the newspaper reported.

Of the 70 officer-involved cases of domestic violence or assault filed with the commission since November 1992, none of the officers named in the cases have had their licenses revoked. Thirty-four cases were dismissed, while letters of reprimand were issued in 22 cases, and two officers were put on probation. The rest of the cases are pending, the newspaper said.

At least one commission member expressed frustration at the leniency granted to violent law enforcement officers, particularly those involved in domestic abuse. "Every time we get a domestic violence case, we wind up doing nothing, and that disappoints me greatly," said Richard Coffey, who is chief of the University of West Florida

Police Department in Pensacola. "I'm not after blood, but I hold the officers to a higher standard."

This is not the first time The Sun-Sentinel has scrutinized the workings of the standards commission. A 1991 series of articles detailed hundreds of cases in which officers fired by one agency for misconduct got jobs at others, often because of long delays by the commission in clearing cases, or because police departments failed to report misconduct. The reporting prompted the commission to make improvements in the way it monitors cases, including increasing its staff and tightening background checks for new officers. It also conducted a series of seminars to encourage the state's 400-plus law enforcement agencies to report bad officers, and promised more timely investigations of cases.

LA cops track their C-OP efforts

Program focuses on service & partnerships

Patrol officers in the Los Angeles Police Department's West Valley Division are documenting every aspect of community-oriented policing they engage in, from making positive contacts with youths to using problem-solving to remedy crime-causing conditions, in a program aimed at imbuing the policing philosophy throughout the division.

The West Valley Service Excellence program originated by division commander Capt. George Ibarra also has a component known as Police-Assisted Community Enhancement, an update of a partnership begun in 1990 in which police and local government work together to solve nuisance crimes and quality-of-life conditions.

The office of City Councilwoman Laura Chick is teaming up with the West Valley Division, using its "considerable weight" to get other city agencies to respond to problems in a timely and effective fashion, Ibarra said. Officers play a key role in pointing out problems they've observed while on patrol.

The program is an attempt to have every officer in the division engage in community policing activities by holding them accountable and rewarding them for enhanced service efforts. Launched in February, the program is in a pilot phase that will be evaluated by the University of Southern California research team funded by the National Institute of Justice.

The uniqueness of the program is

that it involves all of the patrol officers in the 250-officer division, instead of assigning a core group of officers dedicated to community-policing programs, said Ibarra, who likens the effort to a form of "community-based government."

"A critical part of community policing is holding officers accountable for what they do," Ibarra observed. To that end, he has directed officers to use their daily field activities reports to document any community-policing activities they conduct. The division then compiles the figures into monthly reports showing what officers have accomplished.

The logs let officers know that "this is important to us and we want to know about it," Ibarra said.

Senior officers direct patrollers in

terms of what kind of activities are expected of them. They include four categories — attending and conducting community meetings; service excellence, in which officers' extra efforts to be helpful and courteous are noted; quality-of-life, involving efforts by officers to reduce disorder in communities; and problem-solving, in which officers are encouraged to employ non-traditional, innovative methods of policing.

So far, officers appear to be taking the effort to heart, Ibarra said. Through May 22, officers had attended or conducted 262 community meetings, conducted nearly 2,000 problem-solving activities, addressed 770 quality-of-life conditions, and engaged in nearly 5,000 activities in the service excellence category — anything from helping a stranded motorist to playing basketball with neighborhood youths.

Ibarra said it's too early to tell how much of a positive impact the program has had on crime. However, he suspects it has had an immediate effect on police-community relations in the West Valley Division.

"From a practical standpoint, if the officers are continuously reporting a thousand positive contacts a month, I think that makes for a friendlier police officer and a better relationship with the community. It just makes it a more positive experience all around."

To Ibarra, the most positive aspect of the program is that it's "getting front-line police officers involved in community policing, instead of assigning a specific group of officers to get involved in it. Oftentimes, it seems that the entire weight of community policing and improving the quality of life in neighborhoods seems to fall on our shoulders. But getting Laura Chick's office involved in it, getting the other city departments involved in doing their part, what we've got here is more of a community-based government."

"Toothless" youth curfew has Louisville police puzzled

Juvenile violators can just walk away from cops who stop them

Louisville, Ky., police officers are scratching their heads over the city's curfew ordinance, which took effect April 1, because the measure has no provisions for enforcement actions against juvenile violators.

A spokesman for the Police Division, Officer Aaron Graham, told Law Enforcement News this month that police efforts to enforce the "toothless" curfew have bogged down because of the department's interpretation of state law, which bars police from transporting people who commit "non-status" or minor misdemeanors.

"We aren't supposed to place children in our cars because we're not placing them under arrest, and that's because there are no juvenile detention facilities available for non-status offenders," Graham said this month. "If it was a higher misdemeanor, we could then place them in custody and take them to a facility."

Not all Kentucky cities interpret the law the same way. The Louisville Courier-Journal reported recently, noting that some cities, including Lexington, routinely transport juvenile misdemeanor offenders.

Under the Louisville ordinance, children under the age of 18 must be off city streets by 11 P.M. on week-

nights and by 1 A.M. on Fridays and Saturdays. It provides penalties, including fines of up to \$500, but only against parents whose children violate the law.

Police say they can't give citations to youths, nor can they mail them to parents because the Jefferson District Court isn't equipped to process them.

Little can be done by police when they do spot young curfew violators. Children can simply walk away from officers who stop them, and can refuse to give their ages or show identification, making it impossible to find out if they are under 18 or meet some exception to the law.

That leaves police with little options, Graham said. "We can detain them to get information if they have it.... At that point, we can suggest heavily to them that they are in violation of the curfew, and ask them if they'd like to have us take them home. Then we can notify the parent and cite them," Graham said.

If violators refuse the offer, "we really can't force them to do it, but if we can get the parent's name, we can cite them through the mail," Graham noted.

Graham said officers are "generally frustrated" by their apparent inability to enforce the law. "But the one thing we've seen, based on the first review,

there has been voluntary compliance more or less, despite the fact that the media has spotlighted the fact that it's not effective as a law in terms of our enforcement. That would explain why we've had very few contacts; the message is getting across to the juveniles and their parents and guardians."

City officials will review the curfew after a year, at which time they will decide whether or not to keep it on the books, Graham said. Otherwise, it will expire next March 31. The curfew has not been in effect long enough to determine whether it has had an effect on juvenile crime rates, Graham added.

In a related development, two city aldermen announced that they had created a volunteer citizen patrol to help spread awareness about the curfew. Paul Bather and Denise Bentley said "Operation We Care" will provide education about the curfew, and will transport violators to their homes using a van it hopes to begin driving around the city, initially in the 4th District.

The effort has received numerous offers of help from residents and groups, including Louis Farrakhan's Nation of Islam, the officials said. "I would hope the police department is going to cooperate with it," Bather told The Courier-Journal.

Nanavaty:

Coordinated policing: It's a matter of style

By Brian R. Nanavaty

With police administrators facing such critical issues as shrinking budgets, shrinking resources, overzealous media, and officers who feel overworked and underappreciated, the idea of solving departmental and neighborhood problems by simply developing an organizational philosophy and style of policing sounds almost too good to be true.

In September 1995, I was promoted from a late-shift command of 25 officers on the southside of Indianapolis to district command of the entire east side of the city. The East District is an area of 28 square miles with a population of 123,000 — nearly one-third of the central city's population of 383,000. With nearly 200 officers, supervisors, detectives and civilian employees, the East District is the largest command in the 1,000-officer, 500-civilian employee Indianapolis Police Department, save only that of the Police Chief himself.

Upon appointment, I was told by my predecessors that commanding the East District was a losing battle. The area was growing too fast, crime was out of control, and calls for service were unmanageable. I was told that officers barely had time to respond to radio runs before they were needed for the next run. One departmental manpower study even made a strong argument for adding at least 40 police officers to the district just to maintain radio runs and crimes at current levels.

My first responsibility as commander was to identify why officers were so busy. The answer was easy — the district responded to over 150,000 radio runs in 1994 in addition to almost 50,000 officer-initiated mark-outs. East District officers filed over 30,000 reports yearly and made over 10,000 arrests. The East District detective unit

annually booked nearly 16,000 criminal cases, of which 14,000 were Part One crimes investigated by the district (burglary, larceny-theft, assault, robbery and vehicle theft), in addition to missing-person cases, threatening telephone calls and vandalism. Vice and narcotics detectives assigned to the district made almost 1,400 arrests yearly.

A total of 166 officers were assigned to the district, with 136 dedicated to patrol on five shifts. Fifteen detectives were assigned to criminal investigations, seven undercover detectives were assigned to investigate street-level narcotic and vice-related complaints, and eight officers were assigned to long-term problem-solving and coordination.

Individuals considered a peripheral resource also were assigned to the district, typically on a

coordination among the groups of employees engaged in different police functions.

When I inquired of individuals in the district who were engaged in performing different functions, not one was able to describe our agency's or district's policing philosophy, or our style of policing. Not one employee was able to explain the ultimate goal of the agency or district.

What is the philosophy or style of your police department? What should the goal or mission of your agency be? Should police departments focus on arrests? Should police focus on increasing citizen or employee satisfaction? Should departments use a reduction of crime as an indicator of success? Should a reduction in calls for service be our goal?

In addition to determining philosophy, mission

"What was lacking in the East District was not a failure to police, but a failure to adopt a policing philosophy and style. . .that would bind all the police services in the district toward a common goal."

part-time basis. These included a neighborhood prosecutor, a nuisance-abatement official assigned by the city, a crime-watch coordinator, a crime analyst (grant-funded), and a community relations specialist.

Upon review, there did not seem to be any flaws in the delivery of police services to Eastside neighborhoods. Obviously, the district was doing all it could to provide competent level of service, and yet crimes and calls for service kept increasing. East District officers were doing what they were supposed to be doing, and yet the situation kept getting worse.

As I became more familiar with the district and the resources I had at my disposal, I finally recognized that our problems were very similar to problems that most large and medium-sized police departments have experienced: a lack of a coordinated approach to policing. Police organizations traditionally excel at teaching the mechanics of policing, and individuals typically perform their task assignments well, but rarely is there any

and goals, what style of policing should we adopt to achieve our goals or mission? I finally determined that what was lacking in the East District was not a failure to police, but a failure to adopt a policing philosophy and style. The answer was nothing more complicated than identifying a common thread that would bind all the police services in the district and have all district employees working toward a common goal.

In September 1995, a task force of officers and concerned citizens was formed to discuss the issues of police philosophy and style in the East District, and to determine long-term goals for the district. The task force adopted a district philosophy that problems facing neighborhoods in the East District were problems associated not merely with crime, but with the larger issue of neighborhood deterioration. Increased perception of neighborhood problems involving burglary, drug dealing, gangs loitering, trash, etc., all pointed to neighborhoods in various stages of decline.

The task force also discussed how to police

Eastside neighborhoods. Traditionally, most police agencies have adopted a primary style of policing based upon departmental philosophy and the desires and goals of their community. Three distinct styles of policing were first identified by James Q. Wilson in his book "Varieties of Police Behavior" (Harvard University Press, 1968), wherein he postulated that all police agencies had a philosophy consistent with primarily one of these distinct styles.

The watchman style stresses order-maintenance and encourages officers to use discretion and informal methods of dealing with infractions. The service style stresses individualized attention and treatment. The legalistic/law enforcement style minimizes officer discretion in favor of a single community standard of strict enforcement.

To combat neighborhood deterioration, the IPD East District developed a multi-style approach to policing Eastside neighborhoods rather than embracing a single style. The majority of district officers, similar to those in most large and medium-sized agencies, were engaged in order-maintenance activities, but using the multi-style approach, order-maintenance officers were supplemented by service-style officers. Service officers were each assigned to individual neighborhoods to coordinate long-term problem identification and resolution in a partnership with neighborhood advocates. Service officers were funded by Federal crime-bill monies.

The law enforcement style of policing was represented by vice and narcotics detectives and investigators for whom case clearance and arrest were primary goals. To supplement proactive undercover activity — which is not always visible to the neighborhoods and would not affect perceptions of law enforcement's ability to combat the elements of neighborhood deterioration — a uniform street interdiction unit was created to work directed-patrol experiments in high-crime neighborhoods with the support of local crime watches, block clubs and neighborhood associations.

Members of the interdiction unit worked with crime analysts to determine target neighborhoods using the district philosophy of identifying neighborhoods in advanced stages of deterioration. The officers then met with concerned citizens in those neighborhoods to determine how interdiction efforts would affect residents. Once a consensus was reached, the interdiction unit deterred illegal activity in target neighborhoods by deliberately utilizing high-profile vehicle and pedestrian stops.

It was the belief of the IPD East District that if all officers working in support of the police-community partnership had a clear understanding of their function and role in this multi-style approach to policing, the district would be more effective in reversing the deterioration of Eastside neighborhoods. Neighborhood problems that were brought to the attention of the East District were resolved using a coordinated team approach that involved community members, officers, prosecutors, detectives, Marion County Health and Hospitals, nuisance-abatement officials, and others.

The district task force that was originally created to determine police philosophy and style also became a clearinghouse for neighborhood problems and was an integral part of the team approach to problem resolution. The task force was also

Continued on Page 10

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Readers are invited to voice their opinions on topical issues, in the form of letters or full-length commentaries. Please send all materials to the editor.

Federal File

A roundup of law enforcement and criminal justice developments at the Federal level.

On the carpet

For the second time in less than two months, the FBI has not found agents involved in last summer's interrogation of Richard Jewell for the bombing at Atlanta's Centennial Olympic Park that they may face disciplinary charges in connection with the case.

In March, David Tubbs, special agent in charge of the Kansas City office, was told he faced a possible 15-day suspension without pay for his role in the case. Tubbs had been detailed to Atlanta to work on the bombing that killed one person and injured 111 others. Four other agents, all from the bureau's Atlanta office, were cited for poor judgment, but no criminal wrongdoing was alleged.

The four agents — Woody Johnson, who heads the Atlanta office; his top deputy, A.B. Llewellyn, and special agents Diader Rosario and Don Johnson, were advised they face actions ranging from reprimands to short suspensions without pay, according to a bureau official. All the agents, including Tubbs, will be given the opportunity to respond to the allegations before a final decision is made on possible disciplinary action.

Jewell, who was initially hailed as a hero in the bombing, having discovered the black knapsack containing the device and helping to clear the area, soon became the investigation's prime suspect. He endured months of hounding by journalists and FBI agents until he was officially removed from the suspect list. Jewell has accused the agents of trying to trick him into incriminating himself by asking him to star in a training video.

ATF to punch batterers' tickets

In the absence of state laws, the Bureau of Alcohol, Tobacco and Firearms will be the enforcement arm of a new Federal measure prohibiting those convicted of misdemeanor domestic violence from owning guns. The ATF's director, John McGaw, recently told the House Appropriations subcommittee that oversees the Treasury Department that the agency may not have enough personnel to carry out all the ensuing investigations. "If we don't do it and someone gets killed as a result of

it, we might be left holding the bag," McGaw said. "I don't know if you want ATF to handle these cases, but I don't know how we get out of it."

The gun-ban law, sponsored by Senator Frank Lautenberg (D.-N.J.), had originally included an official-use exemption for law enforcement personnel. That exemption was removed prior to the law's passage, however, by Representative Bob Barr (R.-Ga.). Barr is now seeking to have the amendment to the law so that it applies to police only on a non-retroactive basis. About 10 law enforcement officers in the Treasury Department have already lost their gun-carrying rights due to the measure, said Raymond Kelly, Treasury's undersecretary for enforcement.

Those dam terrorists

The head of the agency that manages Federal dams said he plans to spend an additional \$15 million for security over the next three years despite the absence of any specific terrorist threat.

Elvind L. Martinez, the commissioner of the Bureau of Reclamation, told The Associated Press that a position of security director will be created to coordinate efforts throughout the nation's 475 dams and 58 large electricity-generating dams. "The vulnerability of sabotage and terrorism at many facilities is very high," said a report to the agency by an independent panel, the Association of State Dam Safety Officials. The panel recommended a "complete assessment" of security at all of its dams.

While Martinez would not give a detailed explanation of what prompted the push for greater security, he said the agency had grown increasingly concerned that huge facilities like the Hoover and the Grand Coulee dams might become targets. One agency employee who spoke on condition of anonymity told The AP that the Bureau of Reclamation had received an anonymous call after the Oklahoma City bombing in April 1995 stating that a paramilitary group was planning some action against the Hoover Dam. Nothing further materialized, said the employee.

In October, an FBI agent shot and killed an armed teen-ager who threatened to blow up the Bonneville Dam on the Columbia River unless he received \$15,000. His detonator later was revealed to have been a cellular phone.

Seeking their day in court

A proposed constitutional amendment to protect the rights of violent-crime victims will make its way through Congress with

the support of Attorney General Janet Reno, who recently testified before the Senate Judiciary Committee in support of the measure.

Under the amendment, sponsored by Senators Jon Kyle (R.-Ariz.) and Dianne Feinstein (D.-Calif.), victims would have the opportunity to be present at court and parole hearings, to be heard at sentencing, and to be notified about the release or escape of a defendant or prisoner. Supporters claim the Constitution states in 15 places the rights of the accused while not mentioning victims' rights.

However, opponents fear that such an amendment could prejudice the rights of defendants or overly complicate the work of prosecutors. "It has gotten to the point that there appears to be a virtual assault on the Constitution," said Senator Patrick Leahy (D.-Vt.) about the flood of proposed constitutional amendments in the Republican-controlled Congress.

Second site

Gen. Wesley K. Clark, commander of the U.S. Southern Command, said recently that if the United States and Panama are unable to reach an agreement about setting up a regional anti-drug center in that country, the U.S. will place one instead in Key West, Fla.

An anti-drug center was proposed two years ago by Panamanian President Ernesto Perez Balladares as part of discussions on the future of U.S. military bases there. Under the 1977 Panama Canal Treaties, the U.S. must leave its bases in that country by 2000. But the idea of a Panamanian-based center has been denounced in Latin America, where it has been viewed as a hidden effort by the United States to create a multinational force to intervene militarily in the region under the guise of fighting drugs.

"There will be no multinational military force," said Clark, who was interviewed by The Miami Herald during a three-day conference in April on "Hemispheric Cooperation in the 21st Century." The center would be a place where countries could exchange information, coordinate anti-drug efforts, and fly joint detection and tracking missions. Stopping or shooting down drug planes would be at the discretion of the respective countries, he said.

Mexico has said it would only back a civilian-run information-exchange facility.

Treasury widens efforts against drug cartels' billions

Using a strategy that has proved successful in New York City, Federal officials hope to force Latin American drug cartels to ship more of their illicit profits in cash by severely limiting the amount of money that can be transferred by wire without government notification, from \$10,000 to \$750.

The new rules, announced May 19 by the Clinton Administration, were first put into practice last August by Raymond W. Kelly, the former New York City Police Commissioner who now heads the Treasury Department's enforcement division. Kelly used emergency powers under the Bank Secrecy Act to require storefront shops — mainly in Queens and northern Manhattan — to report transactions larger than \$750 or face penalties.

"It was more successful than we could have imagined," one senior Administration official involved in the crackdown told The New York Times. "It didn't cut the money off, but it required the cartels to move a lot more in cash. And that is dangerous for them."

Treasury officials said that during the six-month experiment, the amount of cash seized at Kennedy and Newark International Airports and Logan International Airport in Boston quadrupled compared to the same period a year earlier, to some \$50 million.

Under the new rules, street-corner check-cashing services and major non-bank money transmitters, such as Western Union and American Express, will

be required to report transactions greater than \$750 to the Treasury Department. The regulations will go into effect after a 90-day comment period.

While the large non-bank money services are participating in the plan, officials said it is really the storefront operations that transfer the most money to Latin American drug cartels. An estimated \$11 billion a year is sent out of the country in this manner, but it is not clear how much goes to the cartels. One estimate put the amount at \$60 million yearly just to Colombia's Cali cartel.

The Treasury Department's action does not cover such transfers as money orders sent through the mail or travelers' checks. Nor is cash carried by travelers included, although they are still required to report amounts of more than \$10,000.

Although any money launderer could conceivably divide funds into the smaller increments without initiating any report, the strategy requires non-banks to report any suspicious activity, such as multiple transactions in figures just under \$750.

That figure was established on the basis of studies showing that immigrants working in the United States send money home to their families in amounts of less than \$500.

Ordinary banks, which have their own requirements regarding suspicious activities, will still have to file reports on international transactions of more than \$10,000, but are exempted from

the new plan.

Some intelligence reports suggest that New York money transmitters move more than \$1 billion a year in drug profits to Latin America, chiefly Colombia, in increments of just under \$10,000. By lowering that amount to \$750, officials say, it will virtually dry up the cartels' money-wiring business in the city, because of the burden of breaking down amounts as high as \$500,000 into much smaller lots to avoid detection.

Despite the Government crackdown, officials concede, most drug profits do make their way out of the country, including some \$9 billion a year just from the New York City area.

The Customs Service, overwhelmed by vehicles heading north across the border, rarely challenges southbound trucks or even armored cars carrying large amounts of cash into Mexico, Justice Department officials told a Congressional hearing in early May.

The strategy is not without its critics, who argue that the non-bank money-transferring industry will be swamped by paperwork.

"My clients believe this will increase the number of findings by a million pieces of paper a year," said Ezra Levine, a lawyer who represents the Non-Bank Fund Transmitters Group, an industry association that represents Western Union, Thomas Cook Inc., American Express and other large corporations.

BJS crime survey finds victimization in unprecedented drop

The nation's violent-crime rate plunged 12.4 percent during 1995, while property crime fell 9.1 percent, according to the latest National Crime Victimization Survey.

The declines are the largest in the broadest crime categories measured by the survey since it was begun by the Bureau of Justice Statistics in 1973. The survey, culled from the responses of 100,000 people asked about crimes they experienced during the previous six months, includes both crimes reported and not reported to police.

The overall personal crime rate in 1995 for U.S. residents age 12 or older plunged 13 percent, to 46.2 per 1,000 persons, the study found. The rate of violent crime was 44.5 per 1,000 — the lowest rate since 1992 — and the property-crime rate was 279.5 per 1,000 people.

The total number of victimizations was pegged at 38.4 million during 1995, compared to 42.3 million in 1994, the survey estimated.

The BJS, which released the survey April 13, said the declines occurred across a wide range of crimes, persons and households. The nation's suburbs experienced the broadest decline in violent offenses, 15.1 percent, with decreases in all types of personal victimization except rape and sexual assault. Urban and rural residents also reported large violent-crime decreases, of 10.7 percent and 11 percent, respectively.

By region, the Northeast reported its only significant overall change in the aggravated assault category, where the victimization rate declined by 27.6 percent, to 5.5 per 1,000 persons. In the Midwest, robbery was down 30.6 percent, to 4.3 per 1,000, while in the South, rates for aggravated assault, sexual assault and robbery dropped.

The West, which typically reports the highest rates of violent-crime victimizations, had significant declines in all violent-crime categories except sexual assault and robbery.

Among personal crimes nationwide, the rate of simple assault fell by 7.1 percent, while personal theft dropped by 26.1 percent. Burglary dropped by 12.9 percent, while household thefts declined by 8.4 percent. Motor-vehicle theft was the only category of crime that did not register a statistically significant change.

All regions showed a decline in property-crime victimizations, and all except the Northeast reported drops in personal theft victimizations in 1995. All regions except the South had a significant drop in burglary rates.

Some crime-rate changes varied by household income, the BJS said. Most declines in personal victimizations occurred among households with less than \$15,000 in annual income. There was no significant change for any property crime in households with annual incomes of less than \$7,500.

Coordinated policing: A matter of style

Continued from Page 8

where the issues of goals and mission were eventually discussed. The task force determined that the immediate success of the district philosophy of focusing on neighborhood deterioration rather than on crime, and the multi-style approach to policing, should be determined by measuring neighborhood satisfaction. Recommendations for long-term goals, however, tended to focus on a reduction in crimes and calls for service.

The effectiveness of the East District in using this approach received immediate acclaim from Eastside

neighborhoods. The two-year implementation report that was prepared for the East District by the Center for Urban Policy and the Environment at Indiana University (1996) reported "a significant increase in their [Eastside respondents'] perception of the ability of police to take care of their problem." Also, "fewer [Eastside] residents thought crime was increasing in their neighborhoods."

This report also cited "declines in virtually every category of the percent of residents who perceive such crimes as burglary, drug dealing, gangs and loitering as a major problem in their

neighborhood." The report concluded with the observation, "The finding of 82 percent of residents feeling satisfied with overall police services [in the East District] is indeed commendable."

By the end of 1996, service-style, Federally funded officers had engaged in over 300 long-term neighborhood projects, and with representatives of the prosecutor's office had initiated over 150 nuisance evictions. East District service officers also worked with at-risk children in summer school programs in addition to organizing an annual Community Awareness Fair and co-sponsoring daily fitness walks in local parks. In October 1996, residents of several neighborhoods in conjunction with the IPD East District and local churches marched in Operation Survival, an anti-drug, anti-gang demonstration to take back their neighborhoods.

The emphasis on the law enforcement style resulted in noticeable drops in violent crimes in target neighborhoods. The street interdiction unit, with its concentrated efforts in deteriorating neighborhoods, initiated more than 3,000 traffic stops from May through October 1996, resulting in almost 1,400 traffic citations issued, 700 misdemeanor arrests, 156 felony arrests, 27

firearms confiscated, and over 80 drug seizures.

Through 1995, residential burglaries and vandalism, two crimes identified as major quality-of-life offenses, had dropped by 6 percent and 11 percent, respectively, in the district. By the end of 1996, these offenses had again dropped, by 3 percent and 12 percent, respectively. In addition, vehicle thefts were down by 3 percent, larcenies were down by 5 percent, and robberies were down by 11 percent. With the exception of threatening phone calls and hit-and-run accidents, crimes were down by 3 percent in 1996.

The most noticeable difference last year, however, came in police radio runs. Calls for service dropped or stalled in all but two of the 12 neighborhood police beats in the district compared to 1995 figures. In the two beats where calls increased, a rise in vehicle accidents and alarms was found to be the culprit.

For an organization like the Indianapolis Police Department, which prac-

ticed an order-maintenance style of policing similar to that of most large and medium-sized police departments, the multi-style approach to policing was an unprecedented and unqualified success. By determining philosophy and style, and mission and goals, the district improved upon basic styles of policing, offering an approach spearheaded by a commitment to the philosophy of attacking neighborhood deterioration using order-maintenance and long-term problem-solving supplemented by a neighborhood-supported, stepped-up law enforcement initiative.

By providing officers with a clear delineation of responsibility and function, and by utilizing the team approach to problem-solving, the IPD's East District displayed an exceptional ability to identify and resolve issues of neighborhood deterioration. These served to encourage officers and citizens to work together to improve their neighborhoods and to bring a positive image to both the neighborhood and police department.

Rand study questions value of mandatory minimum drug terms

Continued from Page 1

stated. Because the entire cost of treatment, which the researchers estimated at about \$1,800 per person, occurs in the first year, incarceration initially appears to be more cost-effective. But after the second year, the cost of incarceration begins to mount, making treatment dramatically more cost-effective as the benefits to accrue for users who undergo treatment, but without additional costs.

Caulkins warned, however, that a shift in favor of treatment programs should not be undertaken at the expense of law enforcement. "After all, it often takes enforcement to provide willing clients for treatment," he said.

The researchers estimated the effects of spending an extra \$1 million on treatment and conventional law enforcement strategies over a 15-year period. Spending money on mandatory minimum sentences for a representative national sample of drug dealers could reduce U.S. cocaine consumption by about 13 kilograms, the report said. Spending the funds on conventional law enforcement would reduce consumption by 27 kilograms, while providing more funds for treatment would cut national consumption by more than 100 kilograms.

Longer prison terms for "typical" drug dealers "appear cost-effective only to the highly myopic," Caulkins asserted, although he acknowledged that harsher sentences do provide some benefits, particularly in cases involving high-level dealers who let others handle

street sales. "Unfortunately, these laws are not selective and do not allow judges to use discretion," the report noted.

The study said many of the mandatory-minimum sentences enacted by states in recent years were more often than not politically motivated. "Who has a two-year time horizon? Members of Congress," Caulkins said.

The report was released about two weeks after the Federal Sentencing Commission once again proposed new five-year minimum sentences for the sale of 25 to 175 grams of crack, the sale of 125 to 375 grams of powdered cocaine, and possession of more than 500 grams of either form of the drug.

Sentencing disparities between sellers of crack and powder cocaine — those in the former category can get five years in prison for selling 5 grams, while it takes 500 grams of powdered cocaine to draw the same sentence — has prompted criticisms that it is discriminatory. Critics noted that more than 90 percent of defendants charged with crack offenses are black, compared with only 25 percent of those charged with powdered-cocaine offenses.

The Justice Department has resisted implementing the guideline, which must also get Congressional approval, because officials maintain crack has brought more devastation and violence to the nation. The Supreme Court last month refused to hear a claim that the sentencing distinction was racially biased, making it unlikely that reforms will be undertaken in the near future.

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Upcoming Events

JULY

16-17. National Conference on Sex Offender Registry Legislation. Presented by SEARCH and the U.S. Bureau of Justice Statistics. Bellevue, Wash.

16-18. First International Gang Specialist Conference. Presented by the National Gang Crime Research Center. Chicago.

17-18. Interview & Interrogation Techniques. Presented by Wicklander-Zulawski & Associates. Salt Lake City. \$349.

20-24. Vehicular Homicide/DUI Conference. Presented by the Northwestern University Traffic Institute. Chicago. \$400.

21-25. Fraud Investigations Presented by the Metro-Oade Police Department. Miami Beach, Fla. \$549.

21-25. Deviant Sexual Behavior & Related Criminal Activity. Presented by the Institute of Police Technology & Management. Franklin, Tenn. \$495.

21-25. Police Internal Affairs. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

21-25. Pedestrian/Bicycle Accident Investigation. Presented by the Institute of Police Technology & Management. Phoenix. \$495

22-24. Symposium on Alcohol & Drug Enforcement. Presented by the Institute of Police Technology & Management. St. Petersburgh, Fla. \$325.

23-24. Risk Management, Civil Liability & Your Money. Presented by the International Union of Police Associations. Las Vegas. \$250.

23-24. Community Policing. Presented by Hutchinson Law Enforcement Training, LLC. Westfield, Mass. \$175.

24-25. Interview & Interrogation Techniques. Presented by Wicklander-Zulawski & Associates. Kansas City. \$349.

26-27. Expanded Tactical Folding Knife Instructor Program. Presented by CQC Service Group. San Francisco.

AUGUST

1-5. Underwater Search & Evidence Recovery. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$525.

2-3. Expanded Tactical Folding Knife Instructor Program. Presented by CQC Service Group. Sacramento, Calif.

4-5. Supervisory Survival for Female Officers. Presented by Public Safety Training Inc. Ashburn, Va.

4-6. Field Training Program for Communications Officers. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$375.

4-6. Street Survival '97. Presented by Calibre Press. Anaheim, Calif. \$189.

4-8. School Resource Officer Course. Presented by the Criminal Justice Institute, College of Lake County. Grayslake, Ill. \$325.

4-8. Accident Scene Mapping for Total Stations & Computer-Aided Drawing. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$675.

4-8. Hostage Negotiations & Crisis Management. Presented by the Public Safety Institute. Orlando, Fla. \$395.

4-8. Interviews & Interrogations. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

4-8. Forensic Animation of Traffic Crashes. Presented by the Institute of Po-

lice Technology & Management. Jacksonville, Fla. \$795.

4-8. Investigation of Motorcycle Accidents. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

4-8. Crime Scene Investigations II. Presented by the Metro-Dade Police Department. Miami Springs, Fla. \$525.

5-6. Expanded Tactical Folding Knife Instructor Program. Presented by CQC Service Group. Rochester, N.Y.

5-6. Drug Interdiction. Presented by Hutchinson Law Enforcement Training, LLC. Concord, Mass. \$175.

6. Sexual Harassment Prevention. Presented by Public Safety Training Inc. Ashburn, Va.

8-9. Expanded Tactical Folding Knife Instructor Program. Presented by CQC Service Group. Toronto, Ont.

10-17. Focusing on Terrorism. Presented by the Institute for Continuing Justice Education & Research. Templemore, Ireland. \$760.

11-12. Expanded Tactical Folding Knife Instructor Program. Presented by CQC Service Group. South Haven, Mich.

11-13. Developing & Managing an Incident Command System. Presented by the Public Safety Institute. Orlando, Fla. \$375.

11-15. Basic Training for Child Abuse Prosecutors & Investigators. Presented by the American Prosecutors Research Institute, Tucson, Ariz. \$445.

11-15. Undercover Drug Enforcement Techniques. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

11-15. Drug Unit Commander Seminar. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

11-15. Police Traffic Radar Instructor Course. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

11-15. Pedestrian/Bicycle Accident Inves-

tigation. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

11-15. Practical Hostage Negotiations. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

12-14. Street Survival '97. Presented by Calibre Press. New Orleans. \$189.

13-14. Narcotic & Drug Investigations. Presented by Hutchinson Law Enforcement Training, LLC. Westfield, Mass. \$175.

13-15. Plainclothes & Undercover Survival. Presented by the Public Safety Institute. Orlando, Fla. \$325.

14-15. Expanded Tactical Folding Knife Instructor Program. Presented by CQC Service Group. Toledo, Ohio.

14-15. Interview & Interrogation Techniques. Presented by Wicklander-Zulawski & Associates. Houston. \$349.

17-18. Expanded Tactical Folding Knife Instructor Program. Presented by CQC Service Group. Greensboro, Pa.

17-22. 23rd Annual North American Victim Assistance Conference. Presented by the National Organization for Victim Assistance. Houston. \$225/\$275.

18-20. Police Traffic Laser Instructor. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$325.

18-20. Robbery Investigation. Presented by the Public Safety Institute. Orlando, Fla. \$315.

18-22. 8th Annual Crimes Against Children Seminar. Presented by the Dallas Children's Advocacy Center & the Dallas Police Department. Dallas.

18-22. Career Criminal Investigations. Presented by the Metro-Oade Police Department. Miami Beach, Fla. \$495.

18-22. Homicide Investigation. Presented by the Institute of Police Technology & Management. Franklin, Tenn. \$495.

18-22. Developing Law Enforcement Managers. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

11-15. Pedestrian/Bicycle Accident Inves-

18-22. Computerized Collision Diagramming. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$695.

18-22. Inspection & Investigation of Commercial Vehicle Accidents. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

18-22. Narcotic Identification & Investigation. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

19-21. Street Survival '97. Presented by Calibre Press. St. Louis. \$189.

20-21. Expanded Tactical Folding Knife Instructor Program. Presented by CQC Service Group. Polkstown, Pa.

21-22. Interview & Interrogation Techniques. Presented by Wicklander-Zulawski & Associates. Cleveland, Ohio. \$349.

25-27. Investigating Crime, Scams & Hoaxes. Presented by the Public Safety Institute. Orlando, Fla. \$315.

25-29. Managing Criminal Investigators & Investigations. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

25-29. DWI Instructor Course. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

25-29. Advanced Traffic Accident Reconstruction with the Use of Microcomputers. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$795.

26-28. Street Survival '97. Presented by Calibre Press. Kalamazoo, Mich. \$189.

27-29. Interview & Interrogation Techniques. Presented by the Public Safety Institute. Orlando, Fla. \$315.

Mark Your Calendar:

It's easy when you use LEN's Upcoming Events section.

For further information:

Addresses & phone/fax numbers for organizations listed in calendar of events.

(904) 646-2722.

International Union of Police Associations. 1421 Prince St., Suite 330, Alexandria, VA 22314. (703) 549-7473. E-mail: iupa@iupa.org. Internet: <http://www.iupa.org/iupa>.

Investigation Training Institute. P.O. Box 669, Shelburne, VT 05482. (802) 985-9123

Metro-Oade Police Department, Training Bureau. 9601 NW 58th St., Building 100, Miami, FL 33178-1619. (305) 715-5022.

National Gang Crime Research Center. 9501 S. King Dr., HWH 329, Chicago, IL 60628. (773) 995-2494. Fax: (773) 995-3819.

National Organization for Victim Assistance. 1757 Park Rd., NW, Washington, DC 20010. (202) 232-6682. Fax: (202) 462-2255. E-mail: nova@access.digex.net.

Northwestern University Traffic Institute. 555 Clark St., P.O. Box 1409, Evanston, IL 60204. (800) 323-4011.

Public Safety Institute. University of North Florida-IPMT, P.O. Box 607130, Orlando, FL 32860-7130. (407) 647-6080. Fax: (407) 647-3828.

Public Safety Training Inc. P.O. Box 106, Oak Harbor, OH 43449. (419) 732-2520.

SEARCH. 7311 Greenhaven Dr., Suite 145, Sacramento, CA 95831. (916) 392-2550.

Southwestern Law Enforcement Institute. P.O. Box 830707, Richardson, TX 75083-0707. (214) 883-2376. Fax: (214) 883-2458

Wicklander-Zulawski & Associates Inc. 4932 Main St., Downers Grove, IL 60515-3611. (800) 222-7789. Fax: (630) 852-7081. E-mail: Register@W-Z.com.

Continued from Page 1

oversee the work of the independent counsel, and providing training in police matters to board members.

¶ Make more information available to the public about how to file complaints. Chavez noted that the Internal Affairs Unit already has redesigned and distributed new brochures, in both English and Spanish. Capt. Bill Weiland, commander of the Administrative Review Division, which includes IAU, said the department also had expanded the number of locations where complaint forms can be picked up and also makes them available by mail.

¶ Overhaul the IAU's inadequate filing system, which the report said had delayed some investigations. While Weiland disagreed with that finding, saying that the filing system had nothing to do with prompt action on complaints, he added that the unit is in the process of being completely automated. An early-warning system for potential problem officers will also be included, he noted.

¶ Create a system so that the APD can get more feedback on legal claims against officers and their costs. Such a system should be set up by the city attorney, he said.

¶ Conduct a review of all policies relating to police handling of mentally

ill suspects, which Chavez is under way but will take longer to implement.

The Mayor added that an ad hoc city Council committee may request that all current members of the advisory board resign so that it can start anew with a clean slate. "From the public's perspective, that might be the best thing to do," he said, adding that current members would be free to reapply.

The report won the praise of Jennie

Lusk, the executive director of the ACLU-New Mexico, who said that while she agreed with most of its proposals, she wished it had "come up with new systems for us to use."

Lusk said the ACLU will monitor the city's implementation and compliance efforts and will compile monthly progress reports. The local activist community will be watching as well, said Shay Kozart, whose filing of a complaint against police three years ago prompted her to study the police oversight process, which uncovered some

of the inadequacies cited in the report.

"I don't think you'll find a city with a worse shooting record than Albuquerque," Kozart charged, "and we're killing them at twice the rate since Joe Polisar became chief." Kozart added that the group Albuquerque Network on Police Accountability would like to see Polisar forced out. Polisar, who has led the agency since 1994, did not return calls from LEN for comment.

"I don't think you'll find a city with a worse shooting record than Albuquerque."

— Shay Kozart of the group Albuquerque Network on Police Accountability.

Kozart told LEN that if the city fails to fully implement the report's recommendations, the ANPA is considering asking the Justice Department to investigate the alleged abuses, much as it did in Pittsburgh, whose Police Department entered into a consent decree in an effort to correct alleged abuses earlier this year. "Every one of the systems here have failed to oversee this Police Department. Consequently, we've got a police department that's out of control. That's what happens when nobody's watching," she asserted.

Albu-quirky police oversight:

What's a city to do when its mechanisms for dealing with police misconduct are blasted as "dysfunctional"? Story, Page 1.

A matter of style:

Creating a coordinated approach to policing starts with identifying (and carrying out) an operating style and philosophy. Forum, Page 8.

Run-on sentences:

Mandatory minimum sentences provide "the smallest bang for the buck" when it comes to reducing drug abuse, according to a new study. See Page 1.

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What They Are Saying:

"What better [cause] than the New York City bike patrols? They're non-invasive, and represent a whole new method of approaching the public. People love them."

— 71-year-old Lou DiPaolo, one of a group of bicyclists due to ride cross-country to raise funds for the New York City Police Department's bike patrols. (Story, Page 5.)